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ABSTRACT

These papers, produced for a graduate seminar at the University of Wisconsin, Madison, represent an attempt to devise a methodology for the comparative study of adult education. "Introduction," by G.S. Bains, provides a justification for the study of comparative adult education. "Comparative Philosophies of Adult Education," by Donald Verwayen, and "An Exploration of the 'Developmental/Rationalistic' Dichotomy for Comparative Adult Education Studies," by Michael J. Heus, examine basic philosophies. "The National Establishment of Adult Education," by Barbara D'Onofrio, concerns the status of adult education. "The Organization of Adult Education," by A. Brian Calhoun, "A Comparative Adult Education Inventory," by Marianne Maynard, and "The Arrangement of Study Activities," by Thomas C. Smrcka, present different forms of arrangement. "Cultural Differences and Evaluation," by D. Merrill Ewert, explores cultural influences creating differences between countries. (KM)

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AN APPROACH TO COMPARATIVE ADULT EDUCATION

Papers by members of a graduate seminar

DEPARTMENT OF ADULT EDUCATION
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Preface

This collection of papers was a product of a graduate seminar in the University of Wisconsin during the Summer Session in Madison in 1972.

The seminar began by examining in some detail the systems of adult education in a number of countries, comparing them with that of the United States. The countries particularly examined were the United Kingdom, India, France, Brazil and the Communist countries. A briefer examination was made of the African countries and Australia.

While the members of the seminar found this treatment of considerable interest they felt that it involved the absorption of a massive quantity of factual information and that a more valuable exercise would be to try to devise a methodology for comparative study. Most so-called comparative adult education consists of descriptions of work in particular countries, e.g. "Adult Education in Ceylon", etc. Few attempts have been made to justify the use of the word comparative by determining what it is that is to be compared and how it may be compared.

This is a try out at such an approach by a group of students who had never worked at comparative adult education before and who had only a limited amount of time available for their effort. It has many weaknesses arising from these facts but I think it worth distributing because literature on comparative adult education is scanty, because it seems worthy of discussion and because it may stimulate thought on the subject which may produce better results.

The seminar decided that the first step should be a justification for the study of comparative adult education, that the second should be an examination of basic philosophies, that they should then deal with the status of adult education, then with different forms of arrangement and finally should explore the cultural (using the term in its anthropological sense) influences which make for differences between countries. This explains the order in which the following papers appear.

In editing them all have been subjected to severe pruning although their sense has in no way been altered. Inevitably the papers are unequal but this is partly because some offered better scope than the others. The essential point of the papers is that they attempt to determine an approach and their authors will be delighted if they help other people to make progress in what is perhaps the most difficult field of adult education study.

W. E. Styler
University of Hull, England

Note. A member of the seminar additional to those whose work appears here was Antonio de Albuquerque Sousa Filho. He prepared a paper on differences in timetables for adult education in different countries, but his main contribution to the seminar was a detailed description of adult education in Brazil.

Introduction

Until quite recently adult education lagged behind other educational fields in the number of international exchanges of practitioners and professors, in participation in international organizations, and in international studies, but in the last ten or twelve years significant strides have been made.

The fact that one can always learn from others to improve ones practice at home has been widely recognised and in this connection A. A. Liveright and John Ohlinger made the following proposals:

> "Relevant experiences in other nations should be reviewed. Experience in Israel in residential basic literacy education: Scandanavian experience in meeting the needs of young adults, part-time college programs and correspondence programs; Education experiences within the Soviet bloc - all may be relevant to adult education needs in the U.S.: particularly for the education of the disadvantaged. It is suggested that qualified researchers be called upon to submit relevant proposals to the U.S. office of Education Bureau of Research; and to cooperate programs for Study Grants."(1)

Perhaps the most promising development in the international field is the growing number of organizations formed and conferences held. There have been four World conferences of adult educators: in 1929, 1949, 1950; and in 1972 in Tokyo. There have also been plans to form international organizations devoted to specific studies, particular functions or in Geographic regions.

Even without international interchange, adult education can contribute to programs that contribute to and promote international understanding. Another more specific and more focused way of promoting international understanding is through offering comparative adult education courses by those engaged in providing graduate professional training in adult education in the universities

The last decade has seen the introduction of a number of such courses into graduate programs.

Two factors have inhibited the growth of international activities. Firstly, adult education has been slow to emerge as a legitimate area of university study. As a consequence the interchange of scholars which characterise other disciplines has been slow to develop. Secondly, adult education has developed in such different ways and has been defined so differently in various countries, that it has been difficult to make useful comparisons. As Knowles has stated:

> "In England and Sweden, adult education evolved as national movements for the education of workers. In Denmark a network of Folk Schools was created for the express purpose of refashioning a national culture. In most underdeveloped countries adult education has been used primarily as a means of eliminating illiteracy. In the Soviet Union adult education has served as an instrument of State policy directed at producing loyalty to the State, and developing technical competencies required by the national plans... In the United States, on the other hand, the national adult education program has proliferated almost haphazardly in response to myriad of individual needs and interests."(2)

Another difficulty has been the absence of an internationally accepted definition of adult education. Confusion exists in relation to the meaning of adult education both within each country and in international exchanges of ideas and information. What appears to be more or less similar phenomena are described a perplexing welter of names such as Fundamental Education, Social Education, Mass Education, Continuing Education, Life long education, and <u>education populair</u> The semantic muddle is further complicated by the fact that many activities palpably concerned with the education of adults are neither acknowledged as such nor carried out under the auspicious of a Ministry of Education in some countries

In Spanish speaking South America, for instance, Dr. Wenrich has pointed out:

"The Ministry or department officially responsible for Education, has little to do with most of what will elsewhere be classified as adult education programs."(3)

The International Congress of University Adult Education is currently trying to dissipate the fog of confusion by defining adult education in such a way as to permit valid comparisons between one country and another. To date it has put forth a universal definition and a formula for describing subject matter. The Congress offers the following definition:

"Adult education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programs are especially designed for adults) undertake sequential and organized activities with the conscious intention of bringing about changes in information, knowledge, understanding, or skills, appreciation and attitudes; or for the purpose of identifying and solving personal and community problems"

Missing from this carefully worded definition is the strong emphasis upon collective as opposed to personal development found in developing countries. Roy Prosser has taken this factor into account in proposing his own definition:

"The real nature of adult education can be exposed by defining it as the force which in its ideal application helps society to determine its ends, bringing about a maximum of readjustment of attitude within society to any new and changed situation in the shortest possible time, and which evolves and imparts new skills and techniques required for the change."(4)

In order to differentiate subject matter or content the International Congress of University Adult Education adopted a classification reflecting the specific adult needs that education seeks to satisfy:

1. Remedial (that is fundamental and literacy education).
2. Vocational, Technical and Professional.

3. Health, Welfare and Family living.

4. Civic, political and community competence.

5. Self fulfilment.

The Congress also agreed on this description of an adult: "An adult is a person who no longer attends school as a primary or full-time activity and who is over 21 years of age". Probably it would be better if the lower age boundary were not 21 years but the age at which a person is no longer required legally to be in school.

Gaining currency internationally and allied to adult education is the concept of Education permanente. It means a planned, integrated educational system, stretching from the home and nursery school through elementary, secondary, post secondary and higher education, and through all the adult years. In 1965, the following definition of Education permanente was recommended to UNESCO:

> "The animated principle of the whole process of education, regard as continuing throughout an individual's life from his earliest childhood to the end of his days, and, therefore, calling for integrated organization. The necessary integration should be achieved both vertically, through the duration of life, and horizontally to cover all the various aspects of life of individuals and societies."

It seems likely that this close attention to definitions and descriptions will greatly help the development of comparative study.

To summarize the need for comparative studies in the field of adult education, one may state its aims and values as follows:

1. It should provide reliable information about educational systems, ideals, problems, and activities in various countries.
2. It should devise adequate methods of study and research into international adult education.

3. It should supply information which will be useful in improving education, ideals, content, method and organization in other countries.

Notes

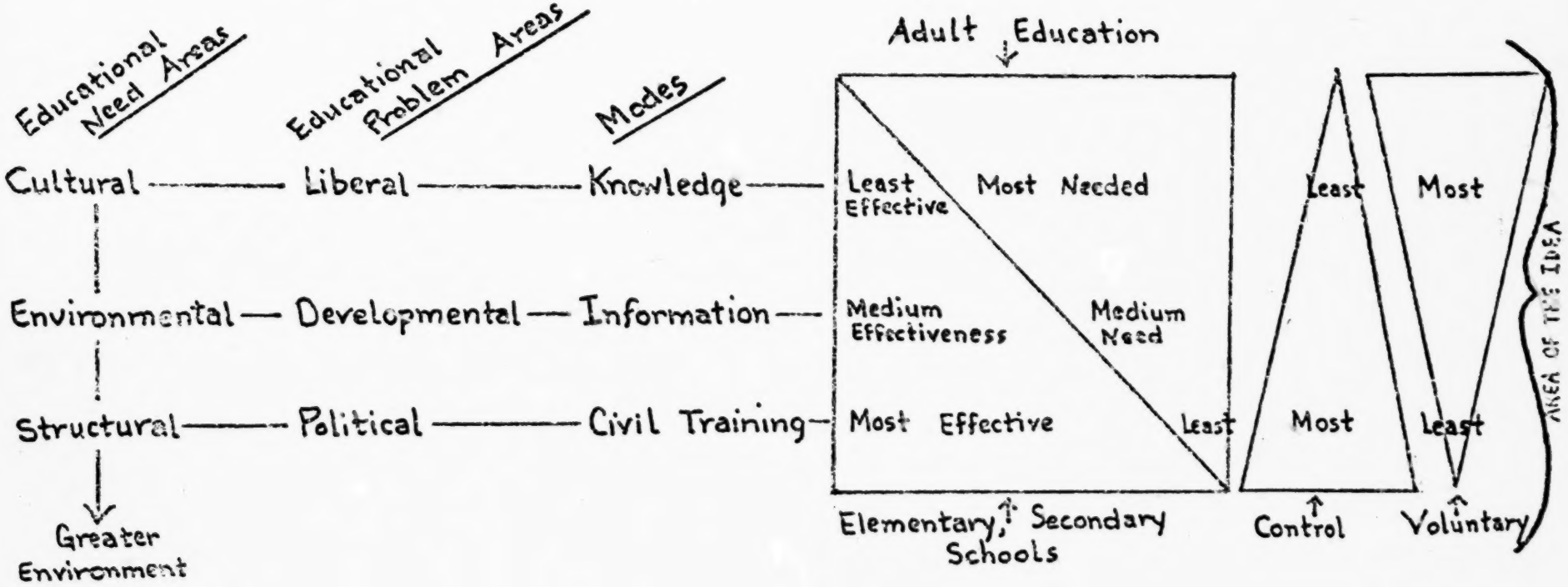
(1) Liveright A. A. and Ohlinger, John, "The International Dimension". Handbook of adult education. Collier-Macmillan, 1970.

(2) Knowles, Malcolm: Handbook of adult education. Collier-Macmillan, 1970.

(3) Adult Education and Nation Building (ed. John Lowe), Edinburgh University Press, 1970.

(4) Ibid.

G. S. Bains


Educational Need Areas
Educational Problem Areas
Modes
Adult Education
Cultural
Liberal
Knowledge
Environmental
Developmental
Information
Structural
Political
Civil Training
Least Effective
Most Needed
Medium Effectiveness
Medium Need
Most Effective
Least
Least
Most
Most
Least
AREA OF THE IDEA
Greater Environment
Elementary, Secondary Schools
Control
Voluntary

Comparative Philosophies of Adult Education

Two tasks are in our path of developing a method for the comparison of national philosophies of adult education.

The first is to create general categories which allow nations with analogous educational needs and problems to be grouped together. The need for this becomes clear if we assume that educational information flowing between nations with analogous educational needs and problems will suffer less from distortion than information flowing between nations with non-analogous educational needs and problems. Therefore the goal of the categories will be to place nations with the greatest potentiality for information exchange into groups. In comparing nations with an eye toward information flow, the assumption emerges that the homogeniety of information will be influenced positively to the extent that the greater environments of any given nations are similar. It is further assumed that the philosophy of adult education in a country exists outside the deterministic influence of the greater environment.

This leads to the second task, which is to delimit the parameter of the field to that area where philosophy actually plays the generating role in developing adult educational policy. This is done by discovering those areas which are determined by the total environment. The definition of greater environment is the combination of the natural environment and the national condition. In contrast, the undetermined area of philosophy may be described as the idea area, or that area of adult education philosophy which springs from human inventiveness, either by the natives of a country or by introduction from another country.

The idea dwells in that area of freedom left outside the boundaries determined by the national condition. When we speak of comparing philosophies

of adult education, it is the idea we wish to compare. The idea is the only thing transferrable, the environment being essentially outside human control. We must isolate the idea in order to study it. For example, consider two hypothetical nations with greater environmental determinants which are similar, while their actual practices of adult education differ. The assumption is that these differences are caused by different ideas, not by different environments. When we compare two nations with similar environmental determinants, we may be on the first step to setting up a method of evaluation. We cannot evaluate ideas as such, but we can evaluate the effectiveness of idea generated educational programs in relation to their effectiveness in a given environment. For example compare a modern European nation, possessing virtually no pressing environmental problems, with a third world nation, affected by frontiers not encompassing a unified nation but instead a variety of cultural entities. Here the greater environmental determinants influencing education are clearly different. There may be no or little overlapping of the idea areas between these two nations. In cases where the idea area differs, it is very difficult to find a ground for fruitful comparison.

TERMS

NEED AREA: For purposes of comparative adult education, national needs may be placed in a three level hierarchy: structural, environmental, and cultural. Structural are those needs directly related to the government and its structure. For example the African nation with frontiers that include segments of various different tribes faces the problem of unification, which is a structural need. A nation experiencing a recent revolution, and in the straits of re-organizing a society also comes under structural need. Environmental are those needs stemming from the environmental conditions with which a nation must deal. These include agrarian, engineering, medical, community cooperation needs, etc. In western countries retirement preparation,

leisure time preparation, and occupational retraining may be included as environmental needs. Cultural are those needs relating to the desire of men to express and develop all aspects of their being above and beyond survival need, usually through cultural modes such as fine art, drama, music, literature or philosophy.

PROBLEM AREA: The problem area is the major area to which a country devotes its resources. The three problem areas correspond to the need areas on the hierarchy: liberal to cultural, developmental to environmental, and political to structural. They do not necessarily correspond to each other in actual nations. A nation may be devoting the largest percentage of its resources to a problem area which differs from its major need area.

MODES: The modes also follow the hierarchy. The mode of liberal education is knowledge. The mode of developmental education is information. And the mode of political education is civil training. The use of modes allows us to maintain a distinction between educational remedies and remedies of other types. Education can contribute significantly to the solution of a problem, but rarely solve a problem alone. Civil training is the educational remedy for structural needs, as opposed to, perhaps, a military remedy. Distributing information is the main educational solution for environmental needs, whether it be about the techniques of community organization, or the plans for a bridge. Facilitating the transfer of knowledge is the main educational solution for cultural needs.

DETERMINISTIC INFLUENCES

A hierarchy is used because it expresses the behaviour of a nation in relation to its educational philosophy. The following assumptions are about this behaviour. Structural needs tend to be the most critical to a nations survival, followed by environmental needs, and then by cultural

needs. Once structural needs are no longer critical to a nation, environmental needs will be emphasized. Once environmental needs are no longer critical, cultural needs will be emphasized. A nation will be supporting educational programs in the order of their appropriateness in the solution of the most critical need area which the nation is experiencing. Thus a nation experiencing structural need, such as the third world nations composed of various unrelated tribes, will be supporting civil training programs. It may also support developmental programs if the environmental problems are perceived as contributing to the structural problems. A nation such as India, whose problems are environmental, will be supporting developmental programs. England, with structural and environmental needs which have in many respects been taken care of will be supporting liberal education. But as we raise each level on the hierarchy, according to the first assumption, the governments interest decreases relatively.

ELEMENTARY AND SECONDARY SCHOOLS

Most nations will initially try to solve their educational problem areas through the elementary and secondary school. Adult education functions somewhat as a stop gap, in that it will be called upon to solve, those educational problem areas in which the public schools are ineffective. This is not to say that adult education ought to function as a stop gap, but that this is in fact what it does.

There is a relation between elementary-secondary education and adult education. If civil training, such as that which insures structural continuity is not achieved by the elementary-secondary schools, then adult education will be called upon to accomplish it. This situation emerges because the total population has not gone through the elementary-secondary school or because civil information is so new that it must be communicated directly to adults, as in the case of a recent revolution or independance.

This same pattern follows in developmental education. If the information needed to deal with the environment is outside the scope of the elementary-secondary schools, other methods of communicating this information will be used, including adult education and other media. Liberal education follows this pattern, in general, but there are substantial differences which will be covered later. Two assumptions should be introduced at this point. If the elementary-secondary schools succeed in solving an educational problem area there will be less tendency to support adult education programs in that area. Elementary-secondary education is most successful in solving political education problem areas, followed by developmental education problem areas, and finally by cultural education problem areas. From a functional standpoint it might be said that the university is an appendage of the elementary-secondary school because of the ineffectiveness in cultural education. The ineffectiveness of elementary-secondary schools in solving cultural problems may well be because they teach a group too young and inexperienced to be able to develop in this area. Because of this there is a need for cultural development among adults who have completed elementary-secondary school and even among those who have completed university study. In England the political education problem area appears to be well on its way to solution in primary school, i.e. the child understandsthe concept of the nation, its government, some of his rights and freedoms, and something about the relations that exist between his nation and others. This simple political awareness may be a distant goal in some developing countries. At the secondary level, in England, the majority of developmental education problems, such as employment preparation, are solved. It is cultural education problems that are not solved, and therefore we have emphasis on liberal adult education.

AUTONOMY AND CONTROL

Autonomous programs are programs run by private, industrial or voluntary

agencies. Controlled programs are those instituted by the government. Various arrangements exist in between, such as government financed voluntary organizations. The triangle in this schematic presentation produces the assumption that as an educational problem area becomes more critical to a national government, the more direct a hand the government will take in its solution. In relation to the hierarchy the width of the triangle is representative of the amount of government control in an area. A reverse triangle represents voluntary authority. One will see more government programs working in an area of critical importance to a nation, and more voluntary programs working in areas not perceived as critically important by the nation. If a program was not originally of critical interest to a government but eventually became so, then we may have a voluntary agency largely supported by government funds.

BALANCE

There are two aspects of balance which affect the development of education in a nation. The first is that political education can only proceed to a certain point before it is affected by diminishing returns, without the concurrent growth of developmental education. Likewise developmental education can only proceed to a certain point without the concurrent growth of liberal education. The second aspect of balance is economic balance. Education in a nation can only reach a certain point without concurrent economic growth. This means that those who learn skills must be offered opportunity to exercise them and gain advantage from them. If this is not the case these skills will eventually be lost through disuse.

UNIVERSAL AND SELECTIVE

This distinction becomes a deterministic factor when a program that is intended to be universal has to be selective as a result of lack of funds.

The terms universal and selective refer to the target area of a particular educational program. For example the target area of the universities in the United States is selective, and the target area of elementary-secondary school is universal.

CATEGORIES

Nations may be categorized according to their greater environmental determinants. These categories are synthesized in order to facilitate fruitful comparison. They should not become static but ought to remain flexible according to the needs of comparitive study. Depending on these needs the number of categorical variables might be increased or decreased. The more the number of categorical variables the finer the categorization. The fewer the variables the broader the categorization.

Here are seven categorical variables and a suggestion of how they might be applied: 1) Most critical national need, 2) Major program area, 3) Does the major program area correspond with the most critical national need?, 4) Is the major program area balanced with other program areas?, 5) To what extent are the programs autonomous or controlled?, 6) Is the target area universal or selective?, 7) In which areas are elementary-secondary education effective? For example nation x might be described as having an environmental need area and a developmental program. The program and the need correspond, which is a measure of efficiency. The program is un-balanced, i.e. it relies only on developmental education and has made no provisions for liberal education. The target area is universal and elementary-secondary education is ineffectual in all three need areas.

COMPARISON OF IDEAS

Once we have two countries with similar categorical variables, we may find differences in the adult education programs employed in each of

these nations. One nation might institute a program through the universities, another through the department of agriculture, although both programs are controlled. These differences are in the area of the idea and may be evaluated in their effect.

Ideas are all invented by man, and an integrated network of ideas is a culture. Ideas must work in the confines of the greater environment of a nation. They can be transplanted successfully from one nation to another in accordance with the similarity of each nation's greater environment to the other. Clearing the path to deciding which educational ideas are capable of being transplanted, and how educational ideas relate to culture, and how they can be integrated into a new culture when a nations development calls for it, is the possible value of this paper.

Donald Verwayen

An exploration of the "Developmental/Rationalistic" dichotomy for comparative adult education studies

Connected with the possibility of a theoretical construct for comparing the philosophies of adult education programs in various countries a "Developmental - Rationalist" scheme has been presented by J. W. Powell and K. D. Beene in an article, "Philosophies of Adult Education, (Handbook of Adult Education in America - 1960).

A brief outline is as follows:

a) Two Major Schools of Thought

1. Developmental - fundamental education, community development, human relations, group dynamics

   a- Keywords - action, moving, improve, change (trying to improve society)

   b- Calls for a problem-solving intelligence, new truths, new values, scientific methods, sociology, psychology

   c- Emphasis - knowledge for action

2. Rationalist - liberal adult education (Great Books, Humanities)

   a- Keywords - cultivation of the mind, excellence of the mind, wisdom

   b- Calls for wisdom of the mind, acquaintance with the "Great Conversation of the centuries", assimilation of the great ideas and reason

   c- Emphasis - knowledge for rationality

Powell and Benne were concerned primarily with the philosophies of adult education in America, or at least with modern western nations. I think the definition parameters of "developmental" will have to be expanded for use in a world perspective. Correspondingly its definition as community development or human relations will have to be manipulated to include such politically oriented countries as the independent nations of Africa.

Although an extremely crude instrument, it does seem to "fit" the countries under consideration.

A description of adult education in France given in classes suggests the utility of the developmental notion.

1) Primary use of adult education as community development.

   a- Reasons - French view of man (individualistic)

   b- Fear of governmental use of adult education as a propoganda instrument and resulting in decentralized adult education with most decisions made at the local level.

   c- Family oriented; citizen action programs and community focus.

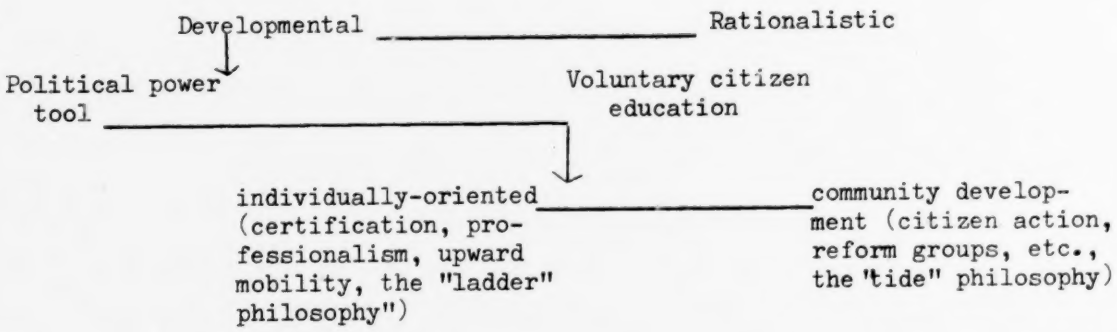
A similar report on adult education in England also "fits" both the developmental and rationalistic definitions.

An outline of adult education in Brazil indicates a primarily developmental theme in that countries attacks on illiteracy. India's commitment to a literacy movement also indicates a predominantly developmental philosophy.

When viewing countries such as these the notions of Powell and Benne seem appropriate, but problems arise when we examine countries such as those of Africa and the communist countries. When adult education is obviously a political instrument; when it is unquestionably used to insure the continued security of a power elite, can we legitimately use the developmental label? We can, if we agree that the essence of a developmental philosophy is reform, and recognise that a consequence of a countries total commitment to a developmental philosophy is the possibility of the political manipulation of adult education.

A continuum of the developmental philosophy then comes to mind with a polarity between voluntary citizen involvement in reform, and political power use of adult education for reform and control.

A simple scheme would thus be:


Developmental
Rationalistic
Political power tool
Voluntary citizen education
individually-oriented (certification, professionalism, upward mobility, the "ladder" philosophy")
community development (citizen action, reform groups, etc., the "tide" philosophy)

Jeffrey Fleece in "Democracy Three Ways" (Adult Education, Spring 1960) describes the "ladder" philosophy as one in which education is seen as an avenue of vocational advancement for financial rewards, while the "tide" philosophy views education as a change force moving us toward a better world; "Education is nothing unless it changes behaviour".

There are other subtle implications of the heavy use of developmental adult education progresses in most countries.

When we discuss philosophies we are speaking of values; what we think of as good desirable, or preferable. If we synthesize the underlying democratic values, the traditional humanistic, Judeo-Christian beliefs in adult education, we find a basic belief that goes something like this: It is good and desirable for man to fulfill his potential, to realize himself, and to balance this with essentially equal effort to help others fulfill their capacities and realize themselves. I think "balance" is the key word here, and indicates a necessary balance between developmental and rationalistic philosophies. It is not a simple choice. Developmental adult education programs are obviously needed. The scope and intensity of the great problems (poverty, racism, ecology, etc.) we face in the western world have been magnified and widely communicated. The media of this electronic age have stretched our nervous systems over the world, abolishing time and space.

The institutions we have depended upon in the past for dealing with our social problems seem insufficient. The belief in adult education as community development and reform cannot be argued.

Yet, the same problems that demand developmental programs justify rationalistic approaches.

In The Meaning of Adult Education, Edward Lindeman points out, "rational conduct, no matter what certain psychologists say, is still the goal of both civilized and so called uncivilized people."

Theodore D. Gnagy suggests we re-interpret the purpose of adult education. He explains that in America we began in education with the intention of producing a better quality of live; of producing citizens who could cope with major issues and changes. Now our education is primarily geared for employment; it is vocational. Society is becoming a "mechanically and bureaucratically controlled monolith in which the individual is being reduced to a hole punched into an IBM card." (1) Man is more and more accepting of his role as a cog in the machine and is less and less an innovator attempting to alter the course of thinking. Henry Adams is also calling for a new rationality that he calls "morality". (2) Technological development is advancing so rapidly it is threatening our ability to regulate it. Survival will depend upon thinking, reasoning, broadly-educated, creative citizens. The primary thrust of theorists in the human services as Fritz Perls, or Eric Berne is likewise an attempt to help the individual learn to make appropriate life decisions.

Should we concentrate on improving the institutional structures of society in the nope of making life better or on improving man? Both, but the root

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(1) Gnagy, Theodore D., "The Coming Revolution in Education", Adult Education, Vol. XV, No. 1, p. 9, Aug. 1964

(2) Adams, Henry B., "Learning to Think Morally", Adult Education, Vol. XV, No. 3, p. 172, Spring 1965.

is man. A number of authors are calling for a revitalization of liberal education to improve the whole man not only the "hand" which will then earn more money.

Here I am struggling with a philosophical issue similar to one in social work education. Historically social work has been a "methods" oriented profession. Graduate schools disseminated the skills and techniques of the trade in an apprenticeship, vocational manner. The shortcomings of this educational thrust have finally become apparent. Treatment skills are continually forced into obsolescence as newer approaches are developed. We need to de-emphasize "professionalism" and preparation of students in the specialized areas of policies and methods, and need instead to stress: discovering the unknown, coping with rapid change, learning how to formulate questions; in other words, learn to think critically. There is no ready-made knowledge as a substance or a package. Knowledge is not simply stored. There is only knowing and coming to know and all knowing must be appropriated in decision and action.

An assumption of western adult education is that man is improvable; he can improve both himself and his circumstances. Society can be changed for the better. Knowledge is power and can be used for the good of the individual and society. The man referred to here is an adult. An adult mind different from that of youth. Like a total focus on developmental programs, a primary commitment to education of the young is a futile societal change strategy.

"Youth educated in terms of adult ideas and taught to think of learning as a process which ends when real life begins will make no better use of intelligence than the elders who prescribe the system. Brief and rebellious moments occur when youth sees this fallacy clearly, but alas, the pressure of adult civilization is too great; in the end young people fit into the pattern, succumb to the tradition of their elders..." A leverage point in

societal change, then, is the adult mind, and it seems desirable to look closely at various countries for some indication of rationalistic philosophies as an indicator of a viable adult education movement. If none is apparent, we can then identify the type of developmental philosophy in operation.

Michael J. Heus

The National Establishment of Adult Education

This paper deals with the proposition that it is both desirable and possible to establish certain criteria that will facilitate a comparative study of the establishment of Adult Education in countries throughout the world.

There are several reasons for the desirability of this type of study. First there is the acquisition of knowledge for its own sake. This may be subject to the criticism of those who speak of the importance of relevancy of subject matter to present day concerns. Knowledge for the sake of knowledge is not a legitimate rationale for these people. They do not accept the fact that the acquisition of knowledge can provide an individual with new ideas, sharpen his judgemental processes and increase his awareness of what life is and man's relationship to it. If this is the case then how do we rationalize a study of this type to such an individual? I would suggest to them that such a study provides a basis for understanding not only the establishment of adult education in a given country but also provides a deeper insight into the philosophy of the country, which can lead to better relationships between countries and their people. This philosophy includes the inter relationships between a country's culture, history, geography, politics, socio-economic condition and the establishment of its system of adult education.

Another reason for this type of study is that it may provide relevant information concerning adult education in various stages of development. This information may be examined to show similarities existing between countries, so that developing countries may become aware of the pitfalls countries farther along in development, which have similar characteristics, have come up against and they may then plan their programs to avoid these

situations. Ideas can be provided by this type of study which could be adopted in whole or altered to fit their given situation. In short, people involved in the establishment and growth of adult education would have at hand guidelines and criteria which would enable them to analyse their situation and arrive at the most suitable plan for adult education for their country.

There are certain questions we can ask that will help us to develop a set of criteria and guidelines for a comparative study of the establishment of adult education. They are:

a. What does the establishment of adult education in different countries tell us about them?

b. What do particular features of the establishment of adult education tell us?

c. Is there any relationship between the purpose of adult education and its establishment?

When we examine the above questions what do we look for? Probably the best way is to look at the reasons why adult education was established.

Legitimization of adult education, through official establishment, occurs when a government sees adult education as its responsibility. This happened in Great Britain, in 1907, when the Board of Education provided small grants towards the cost of maintaining university tutorial classes.(1) The purpose of establishment was to provide a liberal education for the people.

History played a role in the establishment of adult education in Denmark. An adult education program was set up to provide the people with an education that would give them a strong sense of nationhood. It was felt that it was imperative for the citizens of Denmark to retain their Danish culture.

Politics and socio-economic needs provided the reason for which adult education was established in some Communist countries. The officials in power in these countries decided there was a need for technological and

political training.

Other reasons for the establishment of adult education are social conscience and literacy needs.

The reasons for which a system of adult education are established in a country inform us in the following respects. First they tell us about the political situation, the country's philosophy, its view of the nature of man and what he needs, its culture and the amount of freedom and respect the individual is given. Secondly they give us a clue as to the stage of development a country has reached.

Even though there are various reasons for the establishment of adult education, there are many common elements, and from these guidelines and criteria can be developed for a study of comparative adult education. The elements that I use as a basis for determining criteria are as follows:

a. Provision of money for adult education
b. Status of adult education
c. National policy and adult education
d. The provision of accommodation for adult education
e. The status of full time adult education personnel
f. The organization of research

Before a detailed account of each of these elements is given it should be pointed out that all the elements are inter related and in many cases overlapping. The important question is the way in which they are related to each other.

1. Provision of money...based on the following
   A. Folklore
      1. Value
      2. Status
      3. Culture

   B. Needs...priorities
      1. Remedial
      2. Occupational-vocational
      3. Liberal

C. Sources...the amount contributed by each group
   1. Government
   2. Industry
   3. Fees
   4. Private donations - charity

D. Purpose...function, is there one or more?
   1. Social consciousness
   2. Literacy
   3. Political
   4. Sociological needs
   5. Economic situation

E. Philosophy

An examination of the above criteria can provide data, subjective and objective, from which an evaluation of each country's provision of money can be made and than they can be compard with each other.

Adult education has difficulty in getting funding becauses of priorities. How much money is provided is usually dependent on the amount available, the status adult education enjoys and the philosophy of the country.

In North America, funding is usually provided by one or a combination of the following sources. In some cases fees are charged or tax funds are used for classes that are sponsored by departments or boards of education. Other sources are grants, charitable donations and payments for various kinds of services.

II. Status of Adult Education as determined by:

   A. Philosophy...importance of adult education
   B. Provision of money...sources of financing and the implications of this
   C. National policy...the extent to which a government is involved in adult education
   D. Economic conditions...availability of resources
   E. Time...how much time and when is alloted
   F. Referrals to adult education by agencies out side the educational system...ex. in literature
   G. Folklore
   H. Research...amount and type

The inter relationship between the above criteria provides the basis for the status of adult education in a country. I would like to comment on the use of economic conditions as a criteria. In some countries a high value is placed on adult education, that is it has a high status. But the economic situation may be so bad that the resources available are not enough to provide what is even the minimum necessary. For this reason I would suggest that the amount of money spent is not always an indication a true indication of status.

France and Yugoslavia can be used as examples. Both of these countries have a concept of permanent education which gives equal status to all educational departments. They can be compared with countries which make little if any attempt to give even lip service to adult education.

Despite the fact that France has produced the idea of permanent education we find, if we examine the philosophy of French education that the French hold the view that their educational system, primary, secondary and university, is available to everyone. This ideology suggests that in France the status of adult education is not what it appears to be and indicates a need to examine every situation carefully to determine the causal agents operative in the establishment of adult education.

III. National Policy and Adult Education
- A. Philosophy
  1. The nature of man
  2. History
  3. Folklore
  4. Power structure
- B. Political Implications
  1. Role of government
  2. Stability of the government
  3. Ideology of those in power
- C. Economic Conditions
- D. Needs
  1. Remedial
  2. Occupational-vocational
  3. Liberal
- E. Organizations that provide for adult education

It is important to remember that policy and fact do not necessarily coincide. There is a gap between the ideal and the real. Many countries give lip service only to adult education.

National policy can and does change, depending on changing political situations, economic conditions and the philosophy of those in power.

There is a tendency for many governments not to be directly involved in adult education. In Great Britain, the role of the government is to supply grants, give advice and stimulation, lay down instructions in matters of organization and coordination of the activities of the various adult education agencies. The government believes in the principle of local control and as a result leaves the functions of adult education in the hands of local authorities and voluntary organizations. This type of policy is valued in other countries also, such as France and the United States.

We can contrast the afore mentioned ideology with a country like China. The government is directly involved in the function and control of adult education, its programs its personnel and the materials used. In some instances attendance may be compulsory at political education classes.

These examples show the great diversity in national policies and their effect on the establishment of systems of adult education.

IV. Provision of Accommodations for Adult Education
- A. Facilities
  1. Community
  2. Existing educational facilities
  3. Churches
  4. Universities
- B. Availability of space
  1. Status
  2. Economic conditions
  3. Environment
  4. Geographical location
- C. Resources available
  1. Human
  2. Financial
  3. Priorities

If we examine the types of accommodation provided for adult education programs what implications do we find? It appears that there are few

instances, except in residential educational facilities, provided for adult education alone. Usually facilities created for other purposes are used for adult education.

Many countries do not see any relationship between adult education and universities. This type of facility is found mainly in the Anglo-Saxon countries and in countries previously colonialized by the Anglo-Saxon.

Where money is available for the construction of educational facilities, the government should keep in mind that nearly all of these facilities will be used for adult education classes. Research in the United States has established requirements necessary for the best results in adult education classes.(2) These requirements are not costly and can easily be added to the construction budget. They can and should be planned in advance.

V. Status of Full-time Adult Education Personnel
   A. Who are they?
      1. Professional
      2. Lay
         a. Paid
         b. Volunteer
      3. Availability
   B. Payment
      1. Government
      2. Free-Volunteer
      3. Economic conditions
      4. Culture
      5. Philosophy

We have to examine the philosophy of each country as well as its culture, and socio-economic conditions to analyse the status of full-time personnel. Is there money available to pay personnel? Is it advisable to pay personnel? If no payment is made is it more difficult to get rid of incapable personnel? How many individuals are available that are qualified to teach? Do those who have the ability and qualifications to teach have the moral obligation to do so? Are adult educators given equal status with other educational personnel? We can answer these questions by

collecting data relating to the criteria from the various countries. France believes in using volunteers as adult educators. The philosophy for this is that people should be actively involved in the programs. In England and the United States, personnel are paid. In some developing countries a token payment is made because it is felt that paid personnel who are not capable will be easier to remove.

VI Organization of Research
- A. Types of research
- B. Financing
  - 1. Government
  - 2. Industry
  - 3. Grants and charitable donations
- C. Need
  - 1. Remedial
  - 2. Occupational-vocational
  - 3. Liberal
- D. Effects
  - 1. Behavioural
  - 2. Social
  - 3. Cultural
- E. Amount of research being done
- F. Literature dealing with research

An indication of the general state of organized research in adult education can best be described by the following two quotations.

> "Adult education has not been noted for meticulous attention given to self-study of its theories and practices. There are good reasons for this. A theory must exist before it can be examined and it must exist in considerable quantity before it can be studied with precision. Adult Education, as a whole, has grown tremendously since the close of the Second World War. The persons who nurtured this kind of growth are not the same kinds of persons, psychologically, as those who would sit down and study it."(3)

> "A woeful lack of authentic research exists, there being nothing comparable to the data resulting from research in other areas of education."(4)

It may be asked why there is a lack of research in this field. One reason is the marginal position of adult education. The following additional factors may also be considered.

In many developing countries the need for adult education programs may be immediate and therefore there is no time to wait until research has been complete

In England little research is being done because it is felt that the results do not justify the expenditure and the time.

In Senegal, where Extension is viewed as an idea of development, it is believed that it must always engage in research for it is seeking to affect change.(5)

In Liberia, several programs dealing with literacy research development are in progress and are being financed by industry.

The United States is doing considerable research and the magazine, Adult Education is devoted entirely to research.

As the importance of adult education grows the amount of time and money spent on research should increase. Up to now however most research done deals mainly with the numbers of individuals participating in adult education programs.

In conclusion to repeat briefly my basic proposition:

Those studying the establishment of adult education as an area in the study of Comparative Adult Education should see it as part of a whole and its relationship to that whole. It should be looked upon as an evaluative procedure whereby certain criteria are developed for purposes of comparison which make it more meaningful than purely descriptive studies.

Notes

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Barbara D'Onofrio

I. The Organization of Adult Education

Here is a general typology of comparative adult education organizations:

A. Official/unofficial authorities responsible for adult education

1. Each authority could be assessed on its use of the following:

a. Program development

b. Objectives

c. Program modification

d. Providing resources

e. Evaluation

B. Official

1. Federal level

a. Ministries

1. Education

2. Community (or social development)

3. Health

4. Agriculture

5. Cooperative development

2. State level

a. Various organizations

3. Local level

a. Various organizations

C. Unofficial, i.e., political parties

III. Organizations

A. Each would be evaluated on the following:

1. Classification

a. Primarily to serve the adult education population

b. Initially concerned with youth, but now assuming secondary task of educating adults

c. To serve entire community

d. Primarily concerned with non-educational goals but use adult education to achieve them

2. Programs

a. Remedial

b. Supplementing existing educational programs

c. Post-graduate technical training (managerial, professional, and industrial)

d. Life adjustment training (leisure)

e. Liberal

B. Universities and other institutions of higher learning

1. From traditional to innovative

2. From central campus to outreach

3. From elite to open

a. Polytechnics

b. Community Colleges

c. Experimental schools

C. Public Schools

D. Proprietary Schools

E. Business and Industry
Labour Unions

F. Ancilliary adult education organizations

1. Public libraries and museums

2. Health and welfare agencies

3. Hospitals

G. Voluntary associations
Adult residential centres

The above are a few of the organizations that must be considered. What follows is a more in-depth analysis of some of the problems that must be answered before any study of comparative adult education can be undertaken.

The comparative analysis of adult education organizations is difficult. It is difficult enough to analyze organizations in one country without having to compare them among different countries. It is important that one can generally identify the major perspectives of adult education organizations, trace their origins and current status, and attempt their integration.

The closed system model views organizations as instruments designed for the pursuit of clearly specified goals. Organizations arrangements and decisions are geared to goal achievement and are directed towards making the organization more rational in the pursuite of its goal.

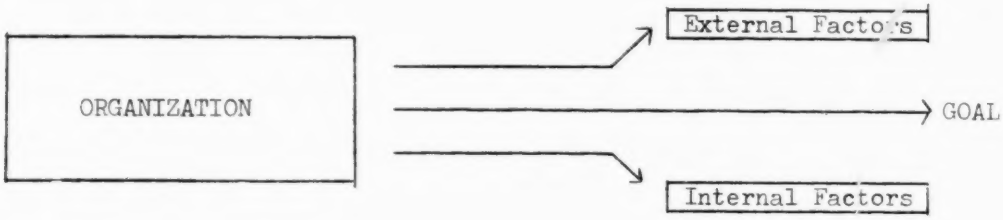
The natural system model (open system) regards the organizations (here it can be an adult education organization) as a "natural whole" or system. The realization of the goals of a system as a whole is but one of the several important needs to which the organization is oriented.

One of these important needs is to survive, which can lead to neglect or distortion of goal seeking behaviour. Organization changes are seen as relatively unplanned, adaptive responses to threats to organization equilibrium. The natural system approach also stresses the interdependence of the parts of organizations, noting that even a planned change in one part will have important and usually unanticipated ramifications for the rest of the system.

Thompson[1] provides an insight for bringing the closed and open system approaches together. In essence, organizations attempt to be rational, controlling their internal operations and environment to the

greatest extent possible, but never achieving a totally closed rational system. The degree to which the organization is successful in achieving rationality is dependent upon the strength of the internal and external pressures and the organization's capability of control.

The following illustration shows how external and internal considerations lead to a deflection from the closed rational system.



An adequate classification of adult education organizations would have to take into account the array of external conditions, the total spectrum of actions and interactions within organizations, and the outcome of organizational behavour.

Variables that are thought to be and that have been found to be critical factors in differentiating types of organizations (Adult Education) from one another are:

1. The technology affected by the raw materials manipulated by the organization. People can be raw material in people-changing or people-processing organizations.

2. Some organizations must face a rapidly changing technical environment, while others exist in a state of relative constancy. Also, the impact of political, economic, legal and demographic conditions all influence.

One important study found several "contextual variables" strongly associated with the internal characteristics of organizations. Using data from 46 different organizations, they found that size, the nature of the technology, dependence on other organization, and the number of operating sites were strong predictors of the manner in which activities were structured, authority concentrated, and work flow controlled. These relationships, while

not necessarily causal nor inclusive of all elements central to organizational analysis, indicate the linkages between external and organizational characteristics.

3. Personnel: Studies of professionals in organizations show that the organization, if it wants to make optimum use of its professionals, must structure itself differently in those organizational segments where the professionals are present.(3)

4. Nature and impact of organizations output: The nature of the input (general environment and technology) is modified by the organization as it develops its output.

Burton Clark, in a study of an adult education organization,(4) found that the organization essentially had no power over the recipients of its actions (it also had no power over its inputs, nor over the students in the system). In contrast to the power held by other educational institutions, it could not tell the environment that what it was doing to and for the students should be willingly accepted and consumed.

Educational organizations in general have less power over their environment than organizations such as school boards, PTA groups, alumni, trustees, and legislators forming potential and actual strong control groups.

The presence or absence of other organizations in the same field is obviously important to the way output is consumed. A monopoly in an area that is in demand makes an organization operate differently from one that has stiff competition.

Selznick's classic study of the TVA's early history is a clear example of the impact on an organization of having its own outputs not accepted by its relevant community.

An adequate taxonomy of organizations should treat the adult education organization as both a dependent and independent variable. It is a dependent variable when we consider factors such as technology, the general environment, and the nature of the personnel coming into the organization.

The organization becomes the independent variable in relation to its outputs, the compliance structure, employee morale and satisfaction, or patterns of internal conflict.

Organizational Goals

An organizational goal is a desired state of affairs which the organization attempts to realize.

It is important to find out exactly what the goals of adult organizations are if there is to be any concern with issues such as effectiveness, personnel, and resource allocation, or optimal structuring.

Organizational goals change for three major reasons:

1. Direct pressure from external forces leading to a deflection from the original goals.
2. Pressure from external sources may lead the organization to emphasize quite different activities from those originally intended.
3. Changes environmental and technological that lead the organization to redefine its goals.

The general values in the environment surrounding an organization also affect its operation. Burton Clark's analysis of the adult education system in California indicates clearly that an organization is vitally affected by the values of those whom it serves and whose support it seeks.

Effectiveness

This has been defined as the "degree to which an organization realizes its goals", but may be difficult to analyze because of the fact of multiple and conflicting goals in many adult education organizations.

Organizational Structure

The interpersonal relationships in a structure are vitally affected by structural considerations.

Size - size may not be the most significant factor in understanding adult education organizations, even though related to important organizational characteristics.

Professionalism - As the level of professionalization of the employees increased, the level of formalization decreases.

Organizational growth - Growth occurs as both adult education organizations and their members seek to enhance their positions absolutely and relatively. William Starbuck suggests that the following motivations for growth in various organizations are important:(6)

1. Organization self-realization (trying to accomplish better what the organization is trying to do).
2. Adventure and risk (desire for new experiences).
3. Prestige, power and job security.
4. Executive salaries (salaries rise exponentially as organizational size increases).
5. Profit, costs, revenue.
6. Monopolistic power.
7. Stability.
8. Survival.

Growth brings more members into the organization. They come in at all levels and with a variety of experience, expertise, motivations, and desires for the organization and themselves.

Complexity

The complexity of an adult education organization makes an important difference in the behaviour of its members, other structural conditions, processes within the organization and relationships between the organization and its environment. Both external conditions and internal processes are the dominant factors determining the form of an organization.

Environment and technological factors, together with the related consideration of the nature of the personnel, traditions, decision making, and other internal condition, determine the form of an organization at any particular time. As these factors change, the forms of the organization will also change.

Formalization

Rules can vary from highly stringent to extremely lax. These variations exist on the whole range of behaviours covered by adult organizational rules. The same kinds of variations exist in terms of procedures.

Adult education organizations emerge at different historical periods, face varying contingencies, and develop different traditions. These differences affect the way in which factors such as size and technology (services) affect the degree of formalization and other organizational properties.

An example of the effect of formalization and tradition is given by Crozier's analysis of two French organizations. He notes, "impersonal rules delimit, in great detail, all the functions of every individual within the organization."(7)

Power and Conflict

There is no one optimal power arrangement for adult education organizations in terms of performance and effectiveness. The nature of the personnel of the organization, its task, and the general technological environment appear the key determinants of the form of power most appropriate for various kinds of organizations.

Organizational structure and process are in interaction with the environment, and organizational output affects the environment which in turn becomes a potentially altered form of input.

Leadership

This can involve a number of factors:

1. The position of the organization itself.

2. Specific situations confronted.

3. Characteristics of individuals involved.

4. Nature of the relationships with subordinates all affect leadership behaviour and the impact of that behaviour.

Communications - Interorganizational differences

Harold Wilensky suggests that four factors are crucial in determining the importance of communication or intelligence for the organization:

1. The degree of conflict/competition with the external environment--typically related to the extent of involvement with and dependence on the government.

2. The degree of dependence of internal support and unity.

3. The degree to which internal operations and external environment are believed to be rationalized, that is, characterized by predictable uniformities and therefore, subject to planned influence, and affecting all of these.

4. The size and structure of the organization, it heterogeneity of membership and diversity of goals, it centrality of authority.

The Environment and the Adult Education Organization

1. Changing or unchanging technological situation.

2. Almost all affected directly or indirectly by legal system.

3. The political system that brings about new laws has effects on organizations.

4. State of economy in which organization operates.

5. Demographic conditions--the number of people served and their age and sex distributions.

6. Ecological conditions--the number of organizations with which it has contacts and relationships and the environment in which it is located.

7. Culture of the system surrounding an organization has a major impact on the way an organization interacts.

Two studies confirm that culture permeates the organizational boundaries through the expectations and actions of the personnel norms, and behaviours that work in one setting are likely to be ineffective and counter-productive in another.

The Environment and Organizational Development

In a discussion of organizational development and historical conditions, Arthur Stinchcombe maintains that

> "....it seems that in some societies the rate at which special purpose organizations take over various social functions is higher than in some other societies, and that within societies some population groups are more likely to found new types of organizations to replace or supplement multiple purpose groups such as families or geographic communities for certain communities."(8)

There are also other social coniditons:

1. Established new organizations must have the power to defeat those interested in maintaining the older system.
2. New organizations involve social relations among strangers without the trust that is generated by long years of association.
3. New organizations do not have established ties with the larger societies.

Stinchcombe also identified other important conditions for establishment of effective organizational forms:

1. General literacy and specialized advanced schooling of the population.
2. Rates of urbanization should be slow enough to allow the rural migrants to learn and develop routines of urban living.
3. Presence of a money economy.
4. Importance of a political base in rearranging vested interest groups and power systems.
5. Greater the level of organizational density, the greater the range of organization alternatives already available and the greater the likelihood that people will have had experience in organizations.

Stinchcombe also notes that organizations develop ideologies by which they can be legitimized in the society. Values are built-up around the manner in which the organization operates. These values are transmitted to the external world and become part of the value system of the organizational members.

One valuable approach to the comparative study of adult education organizations is to apply the theories of Evan and Caplow as regards the organizational set.[9] Every focal organization is surrounded by other organizations in interaction. Some of these are input organization, supplying stimuli in the form of raw materials, personnel, or general expectations, while others are output organizations receiving from the focal organization. The autonomy of decision-making in the focal organization is affected by the relationships with members of the set overlapping and interlocking memberships, and the similarity among the members of the set affect the interaction patterns.

An analysis of the organizational set of a focal organization could help explain the following:

1. The internal structure of the focal adult education organization in a particular country.
2. The degree of autonomy in decision-making.
3. The degree of effectiveness or "goal" attainment.
4. Identify, i.e., the public image or self-image.
5. The flow of information from the focal organ to the elements of its organizational set and visa-versa.
6. The forces impelling the focal organization to operate or compete with elements of its organization-set, to coordinate its activities, to merge with other organizations, or to dissolve.

The organization-set theory (to include the other information regarding organizational theory) could be applied to adult education organizations in various countries. Analysis of these sets, from a developmental viewpoint, might add greatly to a better understanding of organizations in adult education.

FOOTNOTES

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9. See William M. Evan "The Organizational Set: Toward a Theory of Interorganizational Relations", in James G. Thompson's ed. Approaches to Organizational Design (Pittsburgh: University of Pittsburg Press, 1966); and Theodore Caplow, Principles of Organization (New York: Harcourt Brace Jovonovich, Inc, 1965) pp 201-208.

A. Brian Calhoun

A Comparative Adult Education Inventory

The questions which need to be asked are as follows:

I Types of Adult Educational Programs Existing in Country

Literacy	____	Citizenship	____
Remedial	____	Refresher	____
Elementary	____	Part-Time Degree	____
Secondary	____	Recreational	____

II Inventory of Adult Education Needs

A. What are the needs in the Country?

____ 1. Environment
____ 2. Structural
____ 3. Developmental
____ 4. Cultural

A. What are the needs of the Majority of Adult Population?

____ 1. Basic Communication Skills
____ 2. Vocational and Social Skills
____ 3. Professional Improvement
____ 4. Knowledge
____ 5. Leisure

B. Do Adult Educational Programs require the individual to be literate?
Yes ___ No __

1. Special Requirements:

Understanding spoken Language ____
Understanding written Language ____
Ability to read Language ____
Ability to write Language ____

B. What percentage of adults can communicate in Native language?

Understanding spoken language ____
Understanding written language ____
Ability to read language ____
Ability to write language ____

C. Do Adult Education Programs require remedial skills?

Yes __ No __

Communication Skills	____	Communication Skills	____
Arithmetic Skills	____	Arithmetic Skills	____
Simple Concepts Skills	____	Simple Concepts Skills	____
Problem Solving Skills	____	Problem Solving Skills	____
Social Behaviour Skills	____	Social Behaviour Skills	____
Basic Vocational Skills	____	Basic Vocational Skills	____

C. What percentage of adults need remedial skills?

D. Do Adult Educational Programs provide Elementary Education?
Yes __ No __

D. What percentage of Adults have Elementary Education? ____

Seco ary Education?
Yes ___ No ___
Technical Education?
Yes___ No ___
Professional Education?
Yes ___ No ___

Secondary Education _____
Technical Education _____
Professional Education
_____

E. Do Adult Educational Programs provide knowledge of political, civil, social and ethical conditions of the country?

No Knowledge _____
Some Knowledge _____
Thorough Knowledge_____

E. What percentage of adults have knowledge of the political, civil, social, and ethical conditions of country?

No Knowledge _____
Some Knowledge _____
Thorough Knowledge _____

F. Do Adult Educational Programs offer part-time degree careers?
Yes ___ No ___

Provided by University ____
Extension Service ____
Correspondence ____
Technical Schools ____
Others ____

F. How many adults enrol in part-time degree course?

Provided by University ____
Extension Service ____
Correspondence ____
Technical Schools ____
Others ____

G. Are refresher programs offered in adult education?
Yes ___ No ___

By Radio ____
T.V. ____
Correspondence ____
Study Groups ____
Lectures ____
Others ____

G. How many adults enrol in refresher programs?

By Radio ____
T.V. ____
Correspondence ____
Study Groups ____
Lectures ____
Others ____

H. Are Recreational and Interest programs offered for adults?
Yes ___ No ___

Art ____
Music ____
Dramatics ____
Language ____
Recreational ____
Crafts ____
Study Groups ____
Others ____

H. How many adults enrol in recreational and interest programs?

Art ____
Music ____
Dramatics ____
Language ____
Recreational ____
Crafts ____
Study Groups ____
Others ____

COUNTRIES	NEEDS/PROBLEMS	LITERACY/REMEDIAL PROGRAMS	ELEMENTARY-SECONDARY EDUCATION	CITIZENSHIP EDUCATION
AUSTRALIA	Philosophy tends to be of the liberal education point of view which influences approach to adult education. Adult education is not aimed at vocationally and credit oriented students.		Correspondence study and evening high school for academic courses.	Sidney University puts out a monthly bulletin on current affairs, including citizenship education.
CANADA	Problems - English and French are the two offical languages. Country has a need to maintain unity between its two largest ethnic groups. Historically adult education was a way to use leisure time during the long winter months and consisted of reading, drama, music, debating, etc. activities.	Literacy programs for North American Indians that range from basic education to vocational training in all the provinces - sponsored by Department of Indian Affairs. Several ethnic groups operate Folk Schools.	1. Elementary educational programs for adults. 2. Evening elementary and high school programs for adults sponsored by Sir George Williams College. 3. Most public school boards consider adult education as a part of their function.	Ontario Department of Education provides citizenship classes.
NORWAY	Association for Advancement of Adult Education founded in 1851 first step towards organized voluntary adult education work. Aim to develop self consciousness and stimulate national feeling. Norway has laws to promote adult education.	Practically all adults can read and write. Norway has well developed school system. Free instruction is offered in general education for poor people, usually in person's home and taught by students at Oslo University.	Completion of Folk High School course entitle a student to enter a county grammar school or teachers' training college.	Folk Schools strive to teach citizens the good life and how to live it.

COUNTRIES	UNIVERSITIES	REFRESHER PROGRAMS	POST-EXPERIENCE PROGRAMS	RECREATION & INTEREST GROUPS
AUSTRALIA	Some universities offer degree courses for external students.	1. Vocational and service programs at Armidale for specific audiences. 2. Seminars for teachers of French, conferences on a variety of subjects. 3. Agricultural Extension programs in South Australia for building leadership training programs.	Non-credit tutorial classes on political subjects, humanities and social sciences. Sidney University provides these programs in Sidney and also 75 regional centres. Usually held in the evenings on a weekly basis.	Short courses ranging from crafts to academic courses. Courses are of elementary and practical kind with emphasis on music and drama.
CANADA	Degree courses, diploma courses correspondence courses, evening tutorial classes in business, sales, counselling, etc.	Most Universities have extension departments which offer diversified courses, conferences, correspondence programs etc.	Farm Radio Forum and citizens' forums provided by University of British Columbia and University of Saskatchewan. Co-operative education for fishermen provided by University of British Columbia.	Voluntary organizations sponsor courses for adults in fine arts, music, drama. Regional libraries provide classes in crafts, music.
NORWAY	Correspondence schools or Institutes offer training in technical commercial, and general education areas. Certificates are awarded at end of the course.	Open university lectures demonstrations and scientific collections to public. University teachers provide lecture to Folk Academics. University circle study groups set up by voluntary organizations with professional teachers who are attached to the universities or scientific institutions.	State Broadcasting has collaborated with correspondence schools to give lectures in English. Also weekly radio programs are provided on topics for farmers, international politics, vocational guidance, etc.	State Travelling Theatre gives performances throughout Norway. Aim is a greater understanding of dramatic art through performance and lectures, State Travelling Art Galleries and rural cinema shows provide for similar aims. Public Library provides materials for study circles and books by vans and boats to villages.

COUNTRIES	NEEDS/PROBLEMS	LITERACY/REMEDIAL PROGRAMS	ELEMENTARY/SECONDARY EDUCATION	CITIZENSHIP EDUCATION
SWEDEN	Origin and development of modern adult education is connected with changes in the country's economic, social and political conditions which affected Swedish social system from the beginning of 19th century. Goal of adult education is to teach the people to think for themselves.	Has well developed school system and practically all adults literate.	Peoples' High Schools provides winter courses for both sexes and summer courses for women. Folk High Schools provide elementary subjects such as Swedish language, Mathematics, etc. These schools do not aim at preparation for occupation.	Folk High Schools teach citizenship and ethics courses.
WEST GERMANY	Adult education dates back to 1863 and the Folk School influence. Present day goal is to develop individuals' self understanding in a changing world.	Compulsory education has been practiced for over a century. Germany has very low illiteracy rate.	Folk High Schools emphasis on elementary and vocational studies.	Folk High Schools provide citizenship education in evening and residential schools. Also many organizations provide political and citizenship training to members.
YUGOSLAVIA	Problem is inadequate education of workers in meaningful roles as citizens and workers. Also the need to raise country out of its cultural backwardness. Education is designed to acquaint masses with achievements of socialist revolution and enable them to contribute to the State.	Classes in adult literacy given by schools and associations. Peoples' University organized in communities have both cultural and vocational objectives, and give courses, seminars and lectures. Workers' University offers education programs in general ideological and political education, besides vocational training.	General elementary education of adults is attached to the regular primary and grammer schools, but is an accellerated 2 to 4 year program. Secondary schools for adults attempt to meet both liberal and vocational adult needs. Adults must have 8 years of elementary education or pass an entrance examination to enter.	

COUNTIRES	UNIVERSITIES	REFRESHER PROGRAMS	POST EXPERIENCE PROGRAMS	RECREATION & INTEREST GROUPS
SWEDEN	Peoples' Universities started in 1942 in four universities and college towns provided study circles and lectures. They also offer residential courses during the summer; subjects taught included foreign language, psychology, literature, music, art. Correspondence School courses covered all fields and are sponsored by a variety of organizations.	Different types of study circles (reading, reviewing, lecturing, teachers, correspondence circles). Study circles covered a variety of subjects chosen by the participants. Federation of Trade Unions arranged courses for its members in economic problems, social legislation, Sweden, language, etc.	Lecture series on a variety of topics sponsored by local adult education associations and societies. Also courses on special subjects to impart general and civic education. Swedish Broadcasting company puts on courses, lectures, talk programs, over radio and publish textbooks and materials for these radio programs.	People of all walks of life use Study Circles for intellectual and mental recreation. No teacher or plan of study. Study group read and discuss books. Materials supplied by study associations. National Athletics Association provide many courses for members in different branch of sport.
WEST GERMANY	Universities have not participated directly in adult education, although some 20 week courses in modern history, psychology, sociology and economics are given by tutors who have not been given university status. University of Frankfurt provides 1 year full time course for trade unionists.	German Trade Union Residential Colleges give courses with emphasis on social education. Students must be members of unions and are carefully selected.		Residential Colleges sponsored by private foundations and dependent upon grants from public funds provide a variety of programs with a good deal of emphasis on music, literature and handicrafts.
YUGOSLAVIA		Trade unions arrange courses and seminars for general education of factory workers to increase job competence and skill in factory self management. Agricultural short courses in rural districts to increase production, apply new techniques and organize cooperatives and communes.	Technical secondary schools offers a 4 year program but requires students' employer to grant time off from work to attend classes.	Peoples' Technical Association maintains 92 schools for workshops on a variety of special interests courses. Also the Union of Cultural Education Association provides theatres and gives performances besides training for actors.

COUNTRIES	NEEDS/PROBLEMS	LITERACY/REMEDIAL PROGRAMS	ELEMENTARY/SECONDARY EDUCATION	CITIZENSHIP EDUCATION
INDIA	Wide gap between upper stratum of population and improverished and illiterate masses, most scatted in small villages The 5 year plan is mass education for community development.	76% over age 5 years is illiterate; over 66% of the males and 87% of females are illiterate. In 1947 social education approach to promoting literacy and educate masses for positive citizenship was undertaken. Aim to increase knowledge of Indian people by use of literacy camps and classes, health education and citizenship education. Courses include radio listening groups, lectures, use of film strips and slides, mobile units, etc.	→	→ Also T. V. programs on Responsibilities of Citizenship sponsored by all India Radio and UNESCO. Tele-clubs formed to view and discuss these T.V. programs.
LIBERIA	Aim is to promote national unity, prepare people for jobs, spread Christianity, personal development, provide elementary and secondary education for adults whose education has been deferred, produce skilled workers, and raise personal incomes, increase professional competence improve family and village life.	Literacy education both in English and tribal dialets. Literacy Text - "Lets Learn English". Distribution of simplified Bible stories. Experimentation programs in new methods of teaching literacy in villages.	Day school programs - 4 hours of instructions daily, also afternoon and evening classes.	→

COUNTRIES	UNIVERSITIES	REFRESHER PROGRAMS	POST EXPERIENCE PROGRAMS	RECREATION & INTEREST GROUPS
INDIA	Training teachers for adult literacy work to conduct village classes; train authors to write books for new literates. Government of Maharashtra runs a workers education course at its labour Institute, affiliated with University of Bombay. Students receive certificates at completion of course. University also offers short courses and extension programs for workers. Universities of Mysore and Rajasthan extra mural work offers lectures in a variety of subjects. Delhi University extension prepares students to take B.A. examinations.	Residential colleges modelled on Folk Schools aim at training young men for village leadership. Courses include topics on community living and cultural activities. Workers education consist of three months training for industrial workers; deals with labour, economics, trade union problems, co-operatives, etc. There are also courses for teachers who will teach groups of workers at their place of employment.	Centres for adults for classes in crafts, homemaking skills, vocational subjects. All India Radio Broadcasts adult education programs to 30 stations in villages on topics as agriculture, animal husbandry, rural problems, etc.	Social education to organize sports, games, singing groups, dramatics, poetry reading, support fairs, etc.
LIBERIA	University of Liberia and Cuttington are involved to a limited degree in continuing education for adults.	In-service Education programs to increase professional competence of teachers, nurses, civil servants, librarians, etc.	Fundamental Education to improve family and village life - on diet, health hygiene. Also vocational programs to produce skills for workers, some are apprenticeships.	

Marianne Maynard

The Arrangement of Study Activities

In looking at the arrangement of study activities in adult education, we follow the previously presented need/problem category chart.

The arrangement of study activities in any nation will be influenced by the needs of that country. If the Central Government determines the need of the nation to be structural then most of the effort, financing, guidance, and staffing will be directed into the political area, and civil training laced with propaganda will be the direction. Education will probably be directed toward training an elite, efficient, and obedient civil service bureaucracy in order that the structure can be developed and maintained. The masses will be permitted to take courses which convince them of the correctness of the present government.

When the nation's need is considered structural and the problem area is of a political nature, self-directing groups seldom exist. Control and government direction are dominant influences in study activities. Instructors are required to deliver predetermined information, with little freedom of choice either by student or teacher. If political instability is serious, it is possible that not even history, literacy, or skill training classes will be allowed.

Discussion is seldom vigorous and may be nonexistent when guided study is the form. Lectures with perhaps question and answers are the chief methods when political needs are at the fore.

The availability of staffing, audio-visual and other aids, and classroom space seldom become a problem when government control is present. Whatever is needed for government usage may be impressed into service for the "good of the state". Radio and television when available will also be commandeered for controlled information purposes.

Again, correspondence courses are content and direction controlled, in Columbia. Fees for courses, both class and correspondence may be waived in favour of "Propagandized" benefits. The government censor is forever present to make sure that "the truth" is expressed properly in order that the governmental political structure may be stabilized. Since "guided learning" is the desire of the established leadership, all learning becomes programmed to meet certain predetermined attitudinal and behavioural objectives.

The status of adult education programs, their organization, philosophy, and even provision for their existence will be determined by the Central Government. If useful to the government, even the universities may be persuaded to assist in training. Much adult education energy will be directed into training civil servants so that an efficiently operating bureaucracy will result. These will be the elite, the leadership; their skill development will come first. If the structure of the government is in complete flux, then perhaps the whole area of adult education will be directed into military and police training.

Even when education is conducted by workers' associations, church, and voluntary societies, the attitude of the government toward the group, the amount of control of subject matter, and the presence of censorship will mould the educational approach, the types and content of courses, and the direction into which they move.

If the need of the country, as determined by the Central Government, however, is considered to be environmental, then the problem area to be dealt with will be of a developmental nature. Whatever resources are available after political socialization has been achieved will be directed into this area.

Types of courses will be selected on the basis of how critically they are needed for economic survival. Those which return most in the way of

results with the least amount of effort receive priority status. Vocational training will take precedence over other forms of learning. Emphasis first of all will probably be placed on agricultural skills, especially if food is in short supply and the country's farming skills are still at a primitive level. If raw agricultural products are useful for trade purposes, this will enhance the value of agricultural training.

If hard currency is needed then industrial skills will be the next line for educational processing. Mining, lumbering, and other forms of natural resource development will determine the skills needed. The development of power resources such as electricity and transportation will lead to the development of these skills as the next step in the educational process. Light industrial development and then heavy industry will demand precision training.

Handicraft, home management, local self government (village and community development) training will be allowed and even promoted as they assist in developing national economic self-sufficiency. As the economy grows in strength and vitality, the desire to develop a more progressive outlook among the masses and encourage cooperation should become important aims in adult education.

Literacy education may then become the basis for job promotion and greater members of more specialized vocational and professional level personnel may become necessary. The government may then permit union organization and encourage the development of Workers' Education Associations. These associations usually concentrate not only on upgrading the skills of their worker members but also on informing them of their rights and their relationship to government and management groups.

Church and other voluntary agencies in developing countries may add literacy training, handicraft development, and other social development

education to their religious and other special educational interests.

Often the Government will offer assistance, training, consultation guidance, and even staffing to Workers' Associations and other voluntary societies when they are filling obvious developmental needs.

Radio is often used extensively in developing nations in an effort to develop a progressive outlook and a nationalistic attitude among the masses. Listening groups are found in some developing nations such as India. These groups listen to special programs, especially for certain interest groups, such as farmers or housewives, sometimes assisted by visual aids and then followed by discussion groups. The more advanced (the more literate) the greater the possibility of discussion, as a feature of adult education. Cultural background, however, can affect this situation and may either discourage participation or make it vigorous.

The availabilty of television affects the level of development. As electric power becomes more readily available, television can afford a stimulus to learning by even the illiterates who can relate to visual and audio experience without need to learn the word symbols. In the meantime motion picture projectors run by portable generators are often a substitute.

In poorer nations the lack of even the simplest aids such as blackboards and chalk for the teachers, and paper and pencils for the students handicap educational programs. Frequently these materials being reserved the children and the lecture becomes the primary method of teaching. Another block to educational progress is the lack of books and other printed materials, especially in the native tongue. It is often necessary for the student to learn English or another language, especially when dealing with technical subjects, thus slowing educational development. Not only are translators and writers trained in the use of the vernacular needed, but also printing equipment so that materials may be produced locally. This problem is often complicated when several languages

or dialects are used in one nation. New Guinea and Papua under the guidance of Australia has tried to overcome this obstacle by making English the language of learning as taught in all government and mission schools. Wall newspapers are an interim attempt to make available reading material in an inexpensive form.

Correspondence education in developing nations is successful to the extent that literacy has been developed. One of the advantages of correspondence courses is that where transportation is poor and polulation wide spread people may still learn in an inexpensive manner. Yet in some developing countries, such as Columbia the largest percentage of correspondence courses usage occurs in the larger cities where the literacy rate is the highest.

The availability of meeting places often presents another obstacle. Often poorly lighted, stuffy and ineffectively heated rooms in tenements or other private quarters are used as makeshift teaching centres. If the weather permits classes are often taught outdoors. Where public schools are available evening classes, short courses taught during vacations, and seminars given during weekends are possible. Where workers' social centres are available classes may have good accommodation. Government provided and planned educational accommodation emphasize the support given adult education by government.

In more advanced nations developmental programs are likewise often found as a necessary part of adult education provision. The one used for "retreading" individuals whose jobs have been eliminated by technological developments. In the United States education is strangely influenced by vocational and professional needs and this affects ideas and practice in adult education. With such an emphasis liberal education may be reduced and courses influenced to follow the "industrially" oriented programs for which money is available.

Leisure time usage and education for retirement are two recently recognised need areas which are developing in more advanced nations.

Finally, when political and developmental problem areas are provided for the cultural needs may be allowed to move to the fore. Cultural needs are those which allow for the development of the total human being, including the important areas of self expression.

As we move further away from the areas of the structural and environmental into the cultural need area, we find the voluntary agencies replacing the government and even industry as the prime movers of adult education planning and development. The government may allow, encourage, and even support this type of liberal education. It may encourage universities to develop extra mural divisions to serve the general public. Workers' Associations, Church groups, private agencies, special interest groups, and, in the United States, commercial corporations have developed liberal and self development types of courses.

In Britain and the United States strong programs of liberal education through mass media have been developed, such as the English Open University and the Educational Television Channels in the United States. Radio also has long been used as an instrument for liberal adult education. The longest operating radio network in the United States is associated with the University of Wisconsin. A new educational method is found in the use of the conference telephone system in which an amplified telephone hookup is used in order to permit an instructor to lecture and then receive questions from a group gathered at another location some distance away. In the near future cable television will permit the same approach with added visual support. Video taping likewise, especially with the added facility of cassette tapes opens another dimension for both developing and established nations.

In addition to public school and University facilities, some of the more developed nations have available elaborate learning and retreat centres furnished with the most modern equipment for learning. Centres of this nature are especially found in the Scandinavian countries, England and the United States.

When we move into the cultural areas of learning, self direction becomes a most important influence in motivating the learner to involvement. Fewer lectures and mor use of discussion becomes evident as the student is able to express himself more fully and ably and has more life experience to share with his fellow learners. Courses are engaged in for pleasure, for social purposes, and for self and creative development.

Courses range from archaeology, painting, and study of literature to philosophy, astrology, astro body projection, and hat making. Short one and two day seminars on self development are found on University and College Campuses. But one evening sessions on pre-cognition are also commerically sponsored at motels and shopping centres. The range of course possibilities is limited only by the interest of the individual. Many of the instructors in these special interest groupings are not professional educators.

Educational levels are very closely linked with technological development and generally an advanced adult education program cannot be established in a technologically mediocre nation.

It is a difficult task to decide when a nation reaches a point where it moves from concentration on structural needs to environmental needs and then again to cultural needs. Each nation tends to move on a course unique to its own experience. There is I suppose a gradual inclusion of a second need area with the first before the first has ever been completely dealt with. Then again as reversals take place, nations tend to quickly re-establish priorities returning to more basic problem areas. Revolutions, technological developments, and new discoveries force nations to constantly reassess educational priorities.

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Thomas C. Smrcka

Cultural Differences and Evaluation

INTRODUCTION

The problems of comparative adult education are largely determined by the objectives of the study. If the purpose of comparison is primarily to bring information together from different sources in encylopedic fashion the task is relatively simple once several descriptive monographs are collected and examined. Filling a matrix with specific facts in appropriate rows or columns may have some limited utility, but its total effect is analagous to that of collecting butterflies. Organizing information is a helpful exercise in memorizing facts, but contributes little to clarifying basic processes.

A comparative analysis showing relationships and underlying processes, would contribute to theoretical developments as well as provide useful insights for the practioner. However, this more sophisticated approach raises conceptual problems, cultural patterns, and environmental contingencies which must be considered in the analysis.

CONCEPTUAL PROBLEMS

The basic problems are conceptual since there is little agreement on the definition of terms. In the United Kingdom, for example, "adult education" became attached to workers' education during the late nineteenth and early twentieth centuries, while in Scandinavia it referred to the folk high schools. Although operationally the term excluded vocational education for adults, conceptually the definition hardened in a way which created confusion and has bedeviled international discussions ever since.

Some institutions have been created exclusively for adult education, while other agencies and organizations have provided adults with training as a means to certain ends. Many of the latter are even unaware that they are engaged in

adult education. Since there is no clear agreement as to what constitutes adult education within a single society, a cross-cultural analysis must overcome some formidable semantic barriers in order to compare the underlying relationships involved. Consequently, an approach of the scope and purpose suggested here requires well-developed criteria of what processes should be included.

The complexity of the problem increases as one examines various aspects of adult education and attempts to generalize or simply understand the meaning of concepts in different situations. "Participation in program planning", for example, has an infinite number of possible meanings, of which no two are necessarily alike or even comparable. A linguistic analogy illustrates the point. The English language labels every colour in the spectrum as well as various shades in between. Kikongo, on the other hand, includes only white, red and black in its vocabulary. Consequently, it becomes extremely difficult to convey the concept of "purpleness" because there is no kikongo equivalent, or on the other hand, a Lunda farmer's description of something "red" could imply anything from brown to pink or yellow, to an English speaker. The problem, however, intensifies when dealing with more abstract concepts involved in the process of adult education.

Concepts not only may have different levels of generality or specificity from one culture to another, but could also become something very different since terms have meaning only within a particular context which cannot be borrowed. India adopted the British concept of "Worker's education" but the process of transplantation gave the institution another cultural flavour since various aspects required modification. Consequently, cross cultural comparisons require developing some elegant conceptual tools before any meaningful contribution is possible.

CONCEPTUAL PROBLEMS IN EVALUATION STUDIES

Just as a wide range of activities are subsumed under the rubric of adult education, there is little agreement as to what is meant by evaluation. This lack of a rigorious definition implies the absence of a clearcut understanding of the basic requirements of evaluation research. These procedures range from simple value judgments regarding program effectiveness, to the application of sophisticated research methods of analysis and interpretation.

In addition to these definitional problems, evaluation is also plagued with a lack of adequate theory on which to make decisions regarding educational programs. In the literature, there is a conceptual gap between two spheres of thought; one focusing on content and one on behaviour. Some adult educators argue that programs should be evaluated in terms of cognitive or affective changes introduced, while others maintain that learning requires measureable behaviour modification. Although programs of adult education clearly affect all three of these domains, there is little agreement regarding the mix of elements which best exhibits the total impact of the learning experience.

Evaluation has often been confused with measurement, which tends to obscure the value judgments implicit in every procedure or design. Although cost/benefit analyses, for example, weigh the effects of quantifiable variables and affect the planning decisions of adult education, there is an implicit assumption that those variables provide an adequate measure of program effectiveness. This is not necessarily true. Consequently, evaluations must include a clear outline of the assumptions on which the procedure is based so that only justifiable inferences are drawn. However, the underlying problem is to develop a broader perspective of the process of evaluation which goes beyond the narrow range of quantifiable variables.

In addition to these conceptual difficulties there are some unique problems involved in assessing relative program effectiveness. For example, adult educators might find it useful to compare the success of a technique such as Freire's (1971) literacy training in two different countries like Brazil and Chile. However, when institutions are transplanted from one society to another, some situational adaptations are inevitable, which complicates comparative evaluation. Although the primary difficulty is conceptual, there are a number of methodological problems as well, which will be discussed in a later section.

EXTRANEOUS VARIABLES: ENVIRONMENTAL CONTINGENCIES

A comparison of two adult education programs make it difficult to generalize because of the complication of social structural variables. Some of the most obvious include: 1) the national political climate, 2) the level of living, 3) the nature of social and economic institutions, and 4) the historical forces in the development of adult education. The experiences of a newly independent nation such as Zaire with its oppressive colonial legacy, high illiteracy, traditional social organization, and subsistence living standards, provides a sharp contrast to Britain and the United States. The needs of a new African nation are very different from those of an industrial society, which implies that any meaningful comparison must allow for these variations.

Comparative analyses must also recognize differences in intellectual climates between the respective countries. Contrasting the goals of adult education in Zaire and the United States without recognizing the situations of which each is a product would be a serious mistake. Whereas many African nations are primarily concerned with uniting diverse ethnic groups under a single government and raising the level of national consciousness, adult educators in the United States are developing courses for occupying the time

of retired Ph.D.'s. A comparison of educational philosophies in two very different social systems such as these would be misleading unless the emphasis is placed upon processes within their contexts. This implies examining an educational philosophy as a product of its situation, and comparing it with another which is also seen within its context.

Studies should also consider such nebulous factors as world-view or national character which may determine the direction of adult education programs. The relative emphasis on adult education in Britain and France, for example, provides an interesting contrast which may be the function of different intellectual traditions. Otherwise, since many of the social structural characteristics are shared with neighbouring nations, it becomes rather problematic to account for France's minimal response to the challenges of extensive adult education programs developed nearby.

Linguistic differences also complicate comparative analysis. Programs in countries like the United States in which a single language is understood and spoken by nearly everyone, face different problems than those in multilingual nations. Zaire, for example, proports to have two national languages (French and English), and five lingua franca as well as several hundred ethnic languages, many of which are either unwritten or have very little literature available in them. Since this would effect the goals, objectives, and methods of adult education programs, any comparative analysis must take these linguistic factors into account if meaningful generalizations are to be produced.

Essentially comparisons along a single dimension such as how adult education programs are financed, have little utility apart from the history, social and economic structures, political situations, linguistic structures, and world views of the respective nations involved. Consequently, we face the task of analytic procedures to control for these extraneous variables, and

enable us to go beyond merely contrasting institutional factors and begin comparing basic processes. Only the latter will yield new insights for program planning and evaluation.

ETHICAL PROBLEMS IN EVALUATION

Ethical considerations are perhaps the most subtle of problems. When evaluations are carried out by those with vested interests in the success of the program (i.e. administrators), the danger of compromising one's intellectual integerity may be present, especially with the recent emphasis on accountability by governments and private funding agencies. Evaluators from outside the system, on the other hand, have sometimes been placed in the untenable position of having to make objective analyses while justifying their own existence to program administrators.

That evaluations require rigorous analytic procedures is essentially a methodological observation. However, since evaluations often determine the direction of particular adult education programs and indirectly affect the course of others, the question moves from the realm of methodology to that of ethics. For purely operational reasons, some evaluations, particularly cost/benefit analyses, consider only single aspects of a program in their equations. If analyses based on pre and post-tests reveal no significant differences as a result of participation, the consequences could involve terminating the program, even if other positive effects which could not be quantified also occurred. In an ordinary research design, a finding of no significant difference would still be useful in developing theory and guiding further research. Although negative findings in evaluations could have similar results, one must consider the added dimension of its effects on the program itself. On the one hand, reason dictates that evaluations should identify unnecessary or wasteful programs. On the other hand, there is still the possibility that

programs could be considered very successful if judged by other criteria. The point of the argument is that although methodological rigor is assumed in educational research, it becomes absolutely imperative where programs designed to meet the needs of people are involved.

Although social scientists are hardly responsible when their findings are abused, their research can have unfortunate consequences, particularly when these are the result of sloppy methodology. A study by Wiggens and Schoeck on the problems of the aging, for example, is a classic example of misrepresentation because of poor design and unwarranted conclusions. The findings were used by the American Medical Association to discredit plans for expanding governmental support of medical care for the aged. One might argue that although the design was methodologically indefensible, the literature is filled with other examples of poor research. Unfortunately, however, the politically sensitive nature of its conclusions - invalid as they were - threatened important social programs as well as the credibility of social science research. Since evaluations often have direct effects on adult education programs, the implications of validity and reliability are even more significant than in basic research.

Along with increasing visibility and the expanding scope of evaluation research, evaluators are being given more important roles by decision-makers in adult education and other social programs. Funding agencies are restricting evaluators by specifying the time, details of objectives, analysis, reporting, etc. of projects which raises questions of scholastic autonomy since these organizations can curtail expenditures in the middle of evaluations if progress is poor. Consequently, the social scientist is forced to balance his academic integerity against the practical consequences of maintaining his standards. Unfortunately, however, there is no clear distinction between

outside pressures and ethical restraints.

Objective, disinterested research is not merely a methodological ideal in the evaluation of adult education programs, but an ethical imperative because of the consequences on policy decisions. This does not imply that evaluations should utilize only quantifiable measures - on the contrary, there are other variables which also contribute to the success or failure of educational programs. Value judgments are a necessary part of evaluations, but the assumptions upon which they are made must be clearly specified.

METHODOLOGICAL PROBLEMS

In an earlier section, we noted that the problems of comparative analysis are a function of the objectives of the exercise which also limits one's conclusions. This also implies that generalizations must be based on adequate and sufficient data. Although reducing the argument to the absurd, a comparison of the anatomy of an elephant with the engine manual of a car illustrates several of the problems. First of all, the evidence is incomparable because they represent two different levels of abstraction - an animal in the flesh, and a printed diagram representing engine parts. Secondly, although the elephant may have been dissected for closer study, the owners' manual was developed to facilitate engine maintenance, which makes meaningful comparisons of the two structures impossible. And finally, although some elephants carry people in India and cars are commonly used for travel in the United States, this evidence would mislead a comparative analysis of the basic elements of the countries' transportation systems. Both sets of data are meaningful, but not for comparing structures or organizations, and certainly not for drawing inferences about systems to which they are related in different ways.

By analogy, comparisons of adult education programs require comparable data and purpose, which also fit the problem. Comparisons must control for

levels of generality or specificity to prevent examining microcosmic results against the products of macrocosmic systems. The problem includes determining the contexts of programs in terms of time perspective (i.e. program in formative stage vs. program near termination), level of generality, location, type, purpose, needs, philosophy, and intensity of the program. Meaningful comparisons are impossible without some mechanism of control for these structural differences which determine assumptions and the resulting processes involved.

Earlier we argued that social structural variables cause adult education programs to develop in different ways in various places. Because of this, we have attempted to show in the preceeding paragraphs, similar types of programs or dimensions of programs must be compared for the exercise to be worthwhile. There is an additional methodological problem of selecting equivalent variables if the comparison is to reflect the real world situation. Although two literacy programs may be similar in every detail, a comparison based on an analysis of effectiveness of one and a study of efficiency of the other would be very misleading. Consequently, comparative studies of process as recommended in this discussion must control for situations, institutional structures, and basic assumptions.

METHODOLOGICAL PROBLEMS OF PROGRAM EVALUATION

One of the basic problems in education has been confusing evaluation with research methodology. The difference is that the latter primarily attempts to establish something's scientific truth, while the former tries to assess the effect of educational programs. Whereas educational research has theoretical interests in discovering whether particular treatments result in statistically significant learning, evaluations generally attempt to assess the total impact of a program.

There are three major categories of models used in evaluating educational programs. These include: 1) evaluation as measurement, 2) determining congruence between performance and objectives, and 3) evaluation as professional judgement. Each of these has definite weaknesses.

The first models assume that learning can be broken into tiny bits and pieces, and quantified. Consequently, the criterion of success is not whether adults are better adjusted or happier people for having participated in the program, but whether the amount of learning as indicated on a pre- and post-test is significantly different than zero at the .05 level. The attainment of objectives models, on the other hand attempt to determine whether educational programs have met various general and specific goals. Unfortunately, however, formulating objectives becomes the major focus of the evaluation procedure in this second approach. Since objectives are usually stated in behavioural terms, learning is assumed to have occurred only when it can be observed and this is difficult to measure when the teaching institution has little control over its clientele. This emphasis on behavioural change also implies that evaluation is a post hoc operation which precludes modification during the program as a result of feedback. The third or judgement types of models include accreditation teams and panels of experts which rate the performance of educational institutions or programs. Although providing a broader perspective of program results than instrumental procedures, this method is plagued with problems of validity and reliability since experts can be "snowed", and often disagree. It is, however, a very feasible way of obtaining feedback with direct implications for decision-making during the actual operation of a program.

Controlling extraneous variables is particularly difficult in educational programs where adults accumulate other experiences which affect their performances in the class. Consequently, evaluation designs must be conceptually

and methodologically clear enough to show how the effects of teachers and experiences outside the educational setting have been controlled so that the extent of changes which can be attributed to the program can be assessed. This assumes that measurement error in collecting, reading, analysing, collating, and reporting of data have been minimized so that one's conclusions are valid and reliable.

Research methodology is based on the assumption of random sampling from a population, but this is somewhat tenuous in evaluating adult education programs. Participants are self-selected to begin with, so they are hardly representative of the general population. Although not critical on the surface, because evaluations are situation-specific, it makes generalizations difficult since adults enrol in similar programs for different reasons at various places. More serious, however, is the fact that learners involved in evaluation studies are likely to be satisfied customers. Otherwise, they would have dropped out before the program was complete. Consequently, judgments based on a sample of graduates of adult education courses will reflect a certain bias toward the program.

Since normal distributions assume random sampling, their absence in evaluation implies that statistical procedures normally utilized in social science research will introduce additional error into the analysis. If the usual statistical procedures are applied in spite of these difficulties, the conclusions drawn from them may be invalid. At the same time, this emphasis on quantifiable variables stifles originality and creativity in designs intended to assess the effects of adult education programs. Rather than examining the total impact of the learning situation, one again faces the conceptual difficulties of breaking learning into meaningless bits and pieces which we discussed in another section of this paper.

Since evaluation of adult education programs are often based on the amount of learning which has occurred as measured by a pre- and posttest, one also has to contend with regression effects. Since this implies that extreme scores tend toward the mean, the evaluation may not give an accurate picture of changes resulting from the program. The procedures designed to control for this effect are based on assumptions of normality and random sampling, neither of which can be made in most adult education programs.

Ideally, social science research is duplicatable, but this is usually impossible in evaluation because classes disband and participants move away. This complicates the process of determining the validity and reliability of conclusions drawn about a particular program. It thus becomes extremely important that the original study is rigorous and complete, and this requires the expenditure of considerable time and funds, as well as training more students in the skills of evaluation.

Since "pure" designs are impossible, given our present analytic tools, our conclusions will always be limited by the methodologies we employ. The problem, however, is that attacks on programs are sometimes made on methodological grounds, but for ideological reasons. When positive evaluations of programs, against which some have an ideological bias are attacked, substantive arguments serve as a facade for ad hominum attacks. Although the objections are justified on methodological grounds, they contribute little to improving the program they were designed to attack. Consequently, evaluations of adult education programs need some new break-throughs in design, particularly in the area of sampling and statistical procedures, as well as in controlling for extraneous variables which have been discussed throughout this paper. Until then, however, we will have to sacrifice some certainly in order to stimulate the construction of further theory.

PROBLEMS OF CULTURAL DIFFERENCES

The major problem in cross-cultural studies is that analyses may attempt to compare processes, which are not in fact comparable. Although similar by one criterion (i.e. elephants and rockets both travel under their own power), they may differ by several others. The problems has two major components. First of all, programs with different structures and administrative principles may actually be similar in the processes involved. An evening class in Russian literature in Madison may be analagous to conversations between an East African farmer and his shaman while preparing for initiation into a secret society. In both cases, individuals are enrolled in courses designed to increase their intellectual or spiritual powers and improve their perceptions about themselves.

The second aspect of the problem is that similar structures and organizations may play very different roles in two societies. Literacy training, for example, may promote national unity in one nation, while raising personal consciousness and fostering revolution in another. Consequently, education and learning processes are a function of the cultural patterns of which they are an inextricable part, so must be examined within that context.

Since time perspectives differ between societies, this also complicates the analysis of adult education. Sociological literature conclusively shows that individuals in developed nations are more future oriented than those living at the subsistence level where their immediate survival may be in question. Adult Education must be adjusted accordingly, and a comparison of needs and programs control for these differences. An analysis of learning processes without accounting for differences in cultural ethos would make any comparison highly problematic.

Anthropologists have argued that societies are characterized by unique cultural patterns which vary from one society to another. Therefore a comparison of particular aspects of adult education programs would be meaningless without accounting for difference in cutlural perspective. Hopi Indians, for example, resist personal achievement since it jeopardizes group solidarity. Middle class Americans, on the other hand, are extremely competitive and status conscious, so one would expect their respective philosophies of adult education to differ considerably.

Institutions which have been transplanted from one society to another assume a distinctly local character which suggests that meaningful comparisons are only possible when controlling for differences of cultural assumptions. The concept of workers' education, which developing nations borrowed from Britain, is one example of where local adaptations modified the structure and some of the functions of social institutions. The nature of these modifications can also become fruitful territory for comparative study as we develop more sophisticated analytic tools.

The major goal of cross-cultural research in the social sciences has seldom been the description of foreign societies for its own sake, but to use these areas to test the empirical validity of theories. Similarly, comparative studies provide a mechanism for deepening our understanding of the basic processes of adult educational programs and how adults learn.

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